DOCUMENT RESUME

ED 308 306 CE 052 674

AUTHOR Tenhaeff, Carel R.
TITLE Training of Older Workers in the Netherlands. Training Discussion Paper No. 34.
INSTITUTION International Labour Office, Geneva (Switzerland).
REPORT NO ISBN-92-2-106907-9
PUB DATE Dec 88
NOTE 27p.; Edited by the Training Policies Branch.
AVAILABLE FROM ILO Publications, International Labour Office, CH-1211, Geneva 22, Switzerland.
PUB TYPE Information Analyses (070)

EDRS PRICE MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS *Adult Education; Demography; *Employment; Foreign Countries; *Job Training; Labor Force Nonparticipants; Labor Market; *Older Adults; Preretirement Education; Retirement; Retirement Benefits; Retraining; Unemployment
IDENTIFIERS *Netherlands; *Older Workers

ABSTRACT

By the year 2025, 38 percent of the population of the Netherlands is projected to be aged 55 and over. Only 40 percent of the group aged 55-64 was working in 1985, and only 2.3 percent of the people aged 65 and over was working--the smallest number among industrialized countries. This development was mainly due to early retirement schemes and social security systems that were chosen in 1986 by 85 percent of the entitled workers. In recent years, the costs of those retirement schemes and the demographic figures are becoming a matter of concern. The government began allowing industries to dismiss people at age 57.5 in 1982. Those dismissed got unemployment wages of up to 95 percent of their salaries. The unions have recently become aware of the aging of the society and have proposed a policy of involving older workers in training and retraining. Employers also show increasing interest in the human capital of skilled and experienced older workers. The only regular training programs are IBM's "age-conscious personnel management and quality of work" and a training program for the reentry of older nurses. Besides this, there are training programs on job placement, outplacement, and the widespread preparation for retirement. Only two special projects were found to be targeted at older workers; these involve senior citizens' consultancy programs that help them become self-employed. Such programs are becoming more popular. (20 references) (KC)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED308306

TRAINING discussion PAPERS

edited by the Training Policies Branch of ILO Geneva

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

✓ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY

TMCS Glomark

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

Discussion Paper No. 34

TRAINING OF OLDER WORKERS IN THE NETHERLANDS

by

Carel R. Tenhaeff

LIMITED DISTRIBUTION December 1988 8793F

Note: Discussion papers are preliminary material circulated to stimulate critical discussion and critical comment.

CE053674

Copyright © International Labour Organisation 1989

Publications of the International Labour Office enjoy copyright under Protocol 2 of the Universal Copyright Convention. Nevertheless, short excerpts from them may be reproduced without authorisation, on condition that the source is indicated. For rights of reproduction or translation, application should be made to the Publications Branch (Rights and Permissions), International Labour Office, CH-1211 Geneva 22, Switzerland. The International Labour Office welcomes such applications.

ISBN 92-2-106907-9

First published 1989

The designations employed in ILO publications, which are in conformity with United Nations practice, and the presentation of material therein do not imply the expression of any opinion whatsoever on the part of the International Labour Office concerning the legal status of any country, area or territory or of its authorities, or concerning the delimitation of its frontiers. The responsibility for opinions expressed in signed articles, studies and other contributions rests solely with their authors, and publication does not constitute an endorsement by the International Labour Office of the opinions expressed in them. Reference to names of firms and commercial products and processes does not imply their endorsement by the International Labour Office, and any failure to mention a particular firm, commercial product or process is not a sign of disapproval.

ILO publications can be obtained through major booksellers or ILO local offices in many countries, or direct from ILO Publications, International Labour Office, CH-1211 Geneva 22, Switzerland. A catalogue or list of new publications will be sent free of charge from the above address.

Printed by the International Labour Office, Geneva, Switzerland

PREFACE

This report on the training situation of older people in the Netherlands has been produced in the framework of ILO research dealing with training and retraining needs of older workers in industrialised countries.

The author of the present paper was asked to work along the following guide-lines: What is the demographic and employment situation of older people in the Netherlands?

- *What impact do current pension schemes have on older workers?*
- *Do the government, the employers, and the union have any training policies for older workers?*
- *Are there acts, laws, rules or regulations concerning training of older workers?*
- *Are there regular training procedures, pilot projects or experiments targeted at older people?*
- *Is any impact from the initial training to be seen?*
- *Is there any incorporation of the results obtained into the training and education policies?*
- *What are the main institutions and organisations and who are the well-known individuals active in this field?*

The findings are based on published papers and the profound knowledge of the author.

The report gives an overview in section 1 of the demographic and employment situation. Section 2 deals with training policies and the degree of implementation. Section 3 refers to regular training programmes, while section 4 considers special training projects. A conclusion can be found in section 5.

CONTENTS

		Page
Preface		iii
Foreword		vi
Section 1.		
Demographic and employment situation		**1**
1.1	Evaluation of the older population	1
1.2	Early retirement and pension schemes	2
1.3	Employment market trends	3
1.4	Overall perspective	3
Section 2		
Training policies and degree of implementation		**4**
2.1	As viewed by the government	4
2.2	As viewed by trade union centres	5
2.3	As viewed by employers' associations	5
2.4	As viewed by some other organizations	6
2.5	As viewed by professional experts	6
2.6	Overall perspective	6
Section 3		
Regular programmes for training older workers		**8**
3.1	"Age-conscious" personnel management	8
3.2	Training for re-entry	9
3.3	Preparation for retirement	9
3.4	Overall perspective	10

Section 4.

Special projects for training of/by older workers 11

4.1 In-service training 11
4.2 Older women 12
4.3 Consultancy programmes 12
4.4 "Gilde" projects 13
4.5 Overall perspective 14

Section 5

Conclusion 15

5.1 Aims and target groups 15
5.2 Training and educational facilities 15

Summary 16

List of contacts 17

References. 19

FOREWORD

For many years, following a steadily growing birth rate, some industrialised countries have had only one problem with older workers: they retire too late. The best way to make room for young people in the labour market was to encourage older workers to leave. Age 65, once the minimum retirement age, quickly became the maximum. But at present, this development is causing concern rather than contentment. With fewer young workers entering the labour force the position of older workers will have to be reconsidered.

Statistics show a rapidly ageing population in many industrialised countries. This trend has its roots in rising life expectancy, low-birth rates and the maturing of the post-war baby boom generation. In 1985, Germans aged 55 or more comprised about 27.4 per cent of the total population; by 2000 the proportion will have risen to about 32 per cent, by 2025 to about 44 per cent. By the turn of the century, this age group could account for nearly 29 per cent in Sweden, 28 per cent in Japan and Italy, 26 per cent in the UK and Belgium, 22 per cent in Canada and in the US.

Despite their growing numbers, these older people hold a diminishing share of the labour force, following the current trend of being "carried out" of the labour force by various means. From 1970 to 1985 the labour force participation rate of men aged 55-60 in Germany declined from 89 to 79 per cent; the rate of the 60-65 old men from 74.7 to 33 per cent.

The ILO has recently started studying the training and retraining of older individuals in some industrialised countries. The "Older Workers Recommendation (162) 1980" (adopted on 23 June 1980 by the General Conference of the ILO) reveals the early interest of the organisation on this topic. Subsequently, the ILO (financially assisted by the Federal Republic of Germany) began to review policies for the training and retraining of older workers. This study focuses on the ability of older workers to hold their jobs, to find a job, to be mobilised into self-employment, and to make their long evening of life useful to themselves and the community.

First findings of the main exploration project suggest:

- *Old age is no handicap to learning.*
- *Older workers have a proven track record.*
- *Pre-retirement education is becoming widely available.*
- *Leisure time education is common*
- *Senior service is only timidly used.*
- *On-the-job training for older workers may be usual but is mostly invisible.*
- *Training for the job is scarcely used.*
- *The participation rate of older people in training or education courses is very low.*

This is one of several discussion papers dealing with the training needs of older workers in industrialised countries.

SECTION 1

DEMOGRAPHIC AND EMPLOYMENT SITUATION

1.1 Evaluation of the older population

In the Netherlands, the labour participation of persons aged 55 and more is exceptionally low, 3.4 per cent, as compared to other European countries (EURAG 1988 pp. 27-34, 74-75). By way of various channels (disability, early retirement, collective dismissal of persons aged 57.5 and more in case of unavoidable reorganisation), their number has been reduced rapidly during the past decade. By 1986, as can be deduced from table 1, the active labour force aged 60-64 years had been reduced to a quarter of those who originally entered the labour process and to less than 15 per cent of the total 60-64 age group.

Table 1

Estimated composition of the active labour force

aged 60-64 years in 1986

Situation in 1986	Men	Women	Total
GRAND TOTAL: population 60-64 yrs (CBS)[1]	321 600	362 800	684 400
MINUS:			
- not entered labour force[2]	6 000	293 000	299 000
- disabled persons (GAK figures)[3]	118 000	37 000	155 000
- early retirement[2 & 4]	90 000	5 000	95 000
1st SUB-TOTAL: labour force 60-64 yrs	107 600	27 800	135 400
Minus: unemployed (CBS figures)[1]	22 100	5 300	27 400
2nd SUB-TOTAL: active labour force 60-64[4]	85 500	22 500	108 000

[1]Central Bureau of Statistics
[2]estimated by GITP (Joint Institute of Applied Psychology)
[3]Joint Administration Office
[4]includes active and inactive government employees

The non-participation of older workers is now becoming an issue especially in view of the ageing of society at large and of the labour force in particular. By the year 2000, too small a number of workers will have to bear the costs of maintaining the security rights and early retirement schemes of too large a number of inactive workers, unless ways can be found to reactivate a substantial number of older workers. The figures presented in table 2 may serve to underline this.

Table 2

Potential labour force in 1986 and 2000

in numbers (x 1000), per age group

Age	1986	2000
15-24	2 506	1 782
25-44	4 509	4 773
45-64	2 954	3 840

Source: Central Bureau of Statistics (middle variant), 1986.

1.2 Early retirement and pension schemes

In 1976 the first voluntary early retirement schemes (VUT) were introduced. VUT was welcomed as a solution to various problems. In 1979 and 1980 VUT schemes were introduced in industries and branches on a massive scale, and by 1986 85 per cent of all employees were entitled to early retirement around the age of 60-63 (mostly 61 or 62).

Altogether, by 1986 85 per cent of those entitled to early retirement were actually making use of it (78 per cent for larger industries). This has had a tremendous effect, not only on the participation rate of older workers, but also on the number of workers aged 50-64 registered as disabled or as unemployed. These have decreased slightly but steadily over the past five years; a trend which is to be contributed to the inclination of older workers to escape timely from the labour process, through the increasing range of VUT arrangements. Early retirement is regarded as less degrading (GITP, 1988, p.12).

1.3 Employment market trends

On the one hand, the increasing costs of VUT schemes are now giving rise to a tendency to retain older workers. This, in turn, will lead to training programmes for older workers, as the examples presented in paragraph 4.1 may demonstrate. On the other hand, differences in salaries between younger and older workers continue to be a major obstacle to the re-entry of older workers into the labour market. As shown in table 3, between 1983 and 1986 the percentage of long-term unemployed among older workers increased as much as among other age groups. If unemployed, their chance of re-entry is smaller than ever.

Table 3

Registered unemployment, by age and duration

in percentage of total per age group, in 1983 and 1986

Age group	< 6 months	6-12 months	12 months
1983			
16 - 23	45.0	25.1	29.9
23 - 50	30.9	21.3	47.8
50 - 65	20.1	18.1	61.8
1986			
16 - 23	39.9	24.5	35.6
23 - 50	25.0	16.1	58.9
50 - 65	15.8	11.1	73.0

Source: Ministry of Social Affairs and Employment: Arbeidsmarktrapportage (labour market report), 1986.

1.4 Overall perspective

During the past decade, the number of older workers has been reduced systematically. One reason for this has been, and continues to be, that they are too expensive as compared to young workers. By now, however, the costs of providing them with a decent income, while economically inactive, have become a matter of concern as well; particularly in view of the ongoing ageing process of the labour force.

SECTION 2

TRAINING POLICIES AND DEGREE OF IMPLEMENTATION

2.1 As viewed by the government

By and large, views and plans of the central Government on labour market policies are determined by the Socio-Economic Council (SER), where the federations of industries and of trade unions are the majority. Since the views and reports of this advisory council are taken quite seriously by Parliament, the Ministry of Social Affairs and Employment is not really free to have its own view.

Likewise, the annual plans of the Regional Labour Offices are determined by their Advisory Committees, on which the locally influential employers and trade unions have a majority vote. These plans include training facilities for the unemployed as a measure to further their re-entry into the labour process. However, since they are based not only on assessments of the regional (un)employment situation, but also on the preferences of employers, persons aged 50 and more are included only when there is no other way to fill certain vacancies. According to a trade union spokesman: "Given the lack of manpower ... and the new market-oriented attitude of the Regional Labour Offices, not much effort may be expected for senior citizens. This implies that elderly persons are also excluded from instruments for labour provision, such as training" (FNV, 1988, p.12).

In fact, since 1986 unemployed persons aged 57.5 and more have been relieved of their duty to report regularly at the Regional Labour Office and to search for jobs actively. Thereby the practice of Labour Offices, to register older workers as retired early rather than as unemployed, in view of the impossibility to find them jobs, was made official. This practice has been common since 1982, following the introduction of the "57.5 arrangement", which made it possible for industries to collectively dismiss all workers above that age, given a demonstrable need for reorganisation. Under the "57.5 arrangement", the government provided older workers with unemployment allowances up to 85 or even 95 per cent of their salaries.

Also in 1985 the Secretary of State on Social Securities presented a bill to Parliament on "demographic trends and social securities". Although some remarks were made on the possiblity that in the future older workers might again have to participate actively in the formal labour process, the bill was really focused on cost factors. The motive for the Ministry to permit "57.5 arrangements" less easily, for instance, was strictly a matter of budget.

The same ambiguity has characterised the view of the Government as the biggest employer in the country, towards its own older workers. While the previous Minister of Home Affairs (1985) proposed to

reconsider the position of older workers, in view of the rising costs of early retirement, his successor proposed to reduce the early retirement age to 55, as a means to reduce bureaucracy (December 1986).

This ambiguity still continues. On the one hand, the latter "solution" was recently advocated again by the Minister of Education and Sciences, with respect to teachers. On the other hand, the Minister of Social Affairs and Employment, when presented with the results of a study on the reasons why older workers tend to feel relieved when retiring early (IPM, 1988), stated that early retirement should now make way for flexible retirement in its true sense; not only because the costs are getting out of hand, but also because the ageing of society makes it necessary to manage the knowledge and experience of senior citizens more economically.

So far, however, as far as is known his Ministry sponsors only one programme which may be said to serve this end (see section 3.2).

2.2 As viewed by trade union centres

On 5 April 1988, at a conference on "Policy on ageing of the FNV" (Federation of Dutch Trade Unions), FNV spokesman Hans Muller stated that, in view of the ageing of society, "... policy must be directed at involving the older worker as long as possible, preferably until the age of retirement or early retirement, in the labour process".

For this, various measures were proposed, including training. "Also, older workers should much more often be eligible for taking part in in-service training. The necessity to retrain workers intensively, in view of technological, economic and organisational developments, is recognized by all. At present often only youths are eligible" (FNV, 1988, pp. 9, 11). The FNV itself has one project for older workers (see section 4.1).

Earlier, the Christian Federation of Trade Unions (CNV) suggested retraining older workers for the purpose of guiding newcomers and apprentices. This was proposed to the Committee on "paid educational leave" of the Socio-Economic Council. Unfortunately, this committee has come to a standstill.

2.3 As viewed by employers

Some employers, particularly commercial services (banks and insurance companies), have always been reluctant to agree with early retirement proposals. They were mainly concerned with the loss of qualified and experienced workers and the unpredictability of the moment they will leave (*Leef tijd*, 1982, 11, pp. 12-14). Others have realised this aspect only through experience with "57.5 arrangements" and/or early retirement schemes over a longer period of time.

Examples of this change of mind among employers regarding the disappearance of older workers are rendered by the collective bargains of 1988-90 for AKZO Chemicals (24,000 workers) and Metalektro (295,000 workers). For AKZO, the employer insisted on an increase of the early retirement age, in exchange for a wage rise, as the financial costs of early retirement are nearing the danger mark. For Metalektro however, a wage leader, the FME (association of mechanical & electrical engineering industries) preferred employers to have the right to allow only part-time early retirement to those older workers who are in key positions.

Here, the loss of human capital (skills and experience) has been the main aspect. Whether this change of mind will also lead to an increased interest in training and retraining older workers remains to be seen. Although both AKZO and Metalektro have no age limit for training, the use made of this by older workers does not differ from the national average (see section 2.5, table 4). As yet there are no special efforts to (re)train older workers. Two other industries however, DSM and Postbank, did recently decide upon training projects for older workers, without reconsidering their early retirement schemes. These examples are presented in section 4.1.

It is important to note that recently, the General Employers' Association (AWV, 1988) published a discussion report called "Construction material for a policy on ageing". This report goes much further than considering cost aspects, since it is concerned especially with the future lack of young workers. This will force employers to change their personnel management drastically. Personnel management will have to surpass the borders between separate industries; workers will have to be trained and retrained continuously and should no longer be recruited from a "this job is for life" perspective.

Apart from this, employers are quite interested in volunteer consultancy programmes staffed by retired managers and entrepreneurs, as the projects described in section 4.3 show.

2.4 As viewed by some other organisations

Two organisations which have repeatedly analysed the position of older workers and stressed the need for (re)training older workers are the Netherlands Scientific Council for Government Policy (WRR) and the Study and Information Centre for Policy on Ageing (NFB). In 1981 the WRR proposed to introduce study leave rather than early retirement. Although this proposal was discussed repeatedly (e.g. Kronjee & Tenhaeff, 1987), study leave continues to be a privilege of university teachers.

2.5 As viewed by professional experts

Grossly speaking, as shown in table 4, the proportion of older workers taking part in branch training courses has increased (doubled) between 1976 and 1986.

This, combined with the fact that there is a clear relationship between educational level and participation in training (OSA, 1988, p. 79), may underline the observation made earlier that employers show an increasing interest in retaining the skills and experience of older employees, if qualified.

Views of several other experts are brought forward elsewhere in this report.

2.6 Overall perspective

The paradoxical situation now exists that while people can remain active up to a higher age than ever before, from a labour market perspective they are considered "older" at the age of 45 already. Many labour-oriented training facilities are inaccessible to persons over 35, while various measures have led to the massive departure of workers over 57.5.

So far the role of the Government, both at central and at regional level, regarding older workers issues has been quite passive, partly because the employers' and trade unions are expected to take the lead in such matters. For this reason it is important to note the increasing interest of employers and trade unions in the ageing of the labour force and in related issues, notably the (re)training of older workers.

Table 4

Participation in branch training courses by age, 1979-1986, in percentage

Age group	1979	1986
16 - 29 years	60	43
30 - 44 years	33	41
45 and older	7	16
Total	100	100

Source: Arbeidsmarktperspectieven. OSA Rapport, 1988, p. 79.

SECTION 3

REGULAR PROGRAMMES FOR TRAINING OLDER WORKERS

3.1 "Age-conscious" personnel management

A serious point of discussion in the field of personnel management, with respect to older workers, is the question whether age-specific or age-integrated facilities or measures are preferable.

According to Kerkhoff (ISBP, 1985), regular and age-integrated policies would be preferable, if practice would not show that this offers an excuse to focus attention on those who are not yet older workers, from a preventative perspective, whereby the actual older worker is again being left out. Without (additional) age-specific facilities, particularly training, their situation is not likely to improve.

This is not to say that age-integrated personnel management policies with structural attention for workers aged 50 years and more do not occur. An example of good practice is IBM-Nederland (5,600 workers in 1987) where, as regular policy, manual workers approaching the age of 50 are invited for a discussion on their possible wishes for a change of work. To facilitate this, further or retraining in work time is given or made possible (tuition refunds).

One reason for this policy is the high drop-out percentage among older manual workers, particularly outdoor service mechanics and women on assembly lines. Per annum, being an "own risk" industry, IBM spends some 20 million dutch guilders (US$ 10 million) on illness allowances and suppletion of disability allowances (including continuation of pension contributions), mostly for this category. The costs of the approach mentioned above can be crossed out against these amounts.

An important condition for this policy is the existence of an internal application market. For smaller industries a branch-wise outplacement scheme might be a solution. Apart from this older IBM workers can follow various courses five years before retirement. In 1987, 50 preparation for retirement courses and 166 "reap" courses were followed by older workers. "Reap", or retirement education assistance plan, means that IBM reimburses the costs of any course the worker would like to follow (present or future hobbies), up to 3,000 dutch guilders.

For industries interested in a policy for older workers, a training course on "age-conscious personnel management and quality of work" is held twice a year at the Woodbrookers Training Centre "Bentveld", near Haarlem. This three-day course is advertised in the monthly journal PW and is usually follow3ed by 15 to 20 welfare managers and industrial and social workers.

3.2 Training for re-entry

The project "Training and re-entry in health care institutions" (SWZ project), a regular training programme for the re-entry of older nurses, has functioned since 1977, with assistance by the Ministry of Social Affairs and Employment. Recently, the results of an evaluation study were published (SWZ, 1987).

The SWZ project is a retraining programme for A-nurses who have not worked as such for at least five years and who want to take up their profession again for at least 20 hours a week. The course consists of 28 lessons of three hours each, spread out over 16 weeks, and includes an orientation period in a hospital and a nursing home. An increased demand for A-nurses has led to negotiations between Regional Labour Offices and care institutions in order to enlist older nurses as well, in a more structural way.

As a consequence, in 1986 the SWZ project grew explosively and courses are now given at 15 places in the Netherlands. The purpose of negotiation is to find jobs for at least 20 hours per week.

The evaluation study proved that 87 per cent of the nurses retrained by the SWZ project, with an average age of 52.5 , had been working steadily ever since the training course, mostly on part-time jobs. Also it was found that 85 per cent had not changed jobs and that very few ex-trainees had to stop working for medical reasons. This may serve to prove that older workers do indeed contribute to the continuity of labour organisations.

One aspect to be noted is the average age of trainees, which has gradually gone down from 49.5 (spring) or 54.5 (autumn) in 1977, to 40.5 (spring) or 42.5 (autumn) in 1987. The same observation was made by the director of another re-entry training course, "Inzet".

"Inzet" ("involve/insert"), a national advice centre on work and profession, was founded in 1975 by a group of government and industrial managers. "Inzet" is concerned with the higher educated long-term unemployed (estimated at 10 per cent of the unemployed in the Netherlands) above 40 years of age. Activities are a thorough individual intake procedure, for situation analysis and advice; a one-day application training (writing and audio-visual), for eight participants; a two-and-half-day seminar called "job conquering", with nine to 12 participants for three to four coaches; personal support during application procedures, including job mediation and interview simulation. These activities are carried out on a commercial basis and are supported by some 35 experienced and elderly managers. Over 60 per cent of the participants in "job conquering" seminars find jobs within six months.

Apart from this, "Inzet" provides outplacement services, i.e. guidance of and mediation for higher educated employees in case of dismissal, fusion, reorganisation or transfer.

3.3 Preparation for retirement

"Pensioen in Zicht" or preparation for retirement courses (PFR) have been guaranteed in many industries and branches since the seventies. Recently, an inventory was made of collective bargains entitling workers to such a course, in 1980 and in 1985 (PIZ, 1986). This study presents the following data.

In 1985, 323 out of the 756 registered collective bargains (CBs) contained a paragraph on PFR. Altogether, 49.3 per cent of the labour force was entitled to a PFR course, during work time, when approaching the official retirement age (65

years). While the percentage of workers entitled to PFR under branch-wise CBs (2,409,550 workers) had increased from 37 to 47 per cent. The percentage of workers entitled to PFR under company-wise CBs (408,148 workers) had decreased from 60.6 to 58.0 per cent since 1980. This proved that there was no ground for contentions that this educational facility for older workers had been traded off in collective bargaining. The question then remained, why the use of PFR had declined. This could be explained by the fact that by 1985, for 48.3 per cent of all workers entitled to PFR, the minimum age at which one could use this facility was higher than the minimum age for early retirement. In 1980 this was true for 43.4 per cent.

In this respect, company-wise CBs on average proved to be considerably better than branch-wise CBs. Moreover, the duration of PFR courses was on average considerably longer under company-wise than under branch-wise CBs. Regarding branch-wise CBs it was further noted that 62.9 per cent of all workers not entitled to PFR fell into just four CBs:

- large and small-scale steel (250,000 and 210,000 workers);

- hospitals and social work (196,000 and 135,000 workers).

3.4 Overall perspective

Up to now, preparation for retirement is the only widespread regular training programme for older workers. Other regular training programmes, whether for retraining older workers or for the re-entry of long-term unemployed persons aged 45 and more, are specific for a branch or a large enterprise. This shows the importance of developing a general policy, which should contain guide-lines for both age-integrated and age-specific measures. Such guide-lines, however, can hardly be developed before sufficient practical experience has been gathered through a good number of pilot projects.

As things are, however, such experience is not yet available. The cases described above can only be regarded as instances of good practice, which show that it is possible and may be economic to (re)train older workers, from various perspectives.

SECTION 4

SPECIAL PROJECTS FOR TRAINING OF/BY OLDER WORKERS

Special projects are programmes or projects which have come into existence recently or in which persons aged 55 and over work as volunteers to pass their knowledge and experience on to others (consultancy programmes). Apart from this there are training programmes for retired and non-working senior citizens, particularly pilot projects to train elderly persons for voluntary services, carried out by professional health and social workers, and cadre training programmes for self-advocacy, carried out by senior citizens' associations. These initiatives are not described here, since they are not related to the formal labour market directly.

4.1 In-service training

At the Ministry of Social Affairs and Employment, all collective bargains (CBs) struck over the past three years, for branches and companies employing over 5,000 persons, were scanned for agreements on training and retraining (SZW, 1988). Altogether 90 CBs concerning 2,564,000 workers (87 per cent of the total number of workers under CB) were searched. Altogether 54 CBs, concerning 1,797,000 workers, contained deals on (re)training. However only two of those, the CBs for DSM and Postbank, specifically refer to the (re)training of older workers.

The CB 1986-88 for DSM (11,000 workers) announces a plan to pay extra attention to retraining and further training in view of automatisation, especially for older workers. This programme, which should offer non-technical courses as well, is planned for approximately 3,000 workers.

The CB 1988-90 for Postbank (10,000 workers) states that a sum of 20 million guilders US$10 million) is made available for (re)training, especially of older workers. Two years ago Postbank was separated from PT&T , to continue as a fully privatised organisation. It was noted that the change to a commercial work climate may cause increasing stress for older workers. The planned process of further reorganisation and automatisation may cause additional work pressure. For this reason, the approximately 600 older workers are offered (re)training facilities, allowing them a change of work and preventing the loss of their experience. To become a mentor for new workers within the company has been mentioned as one possibility. The means for this operation are the reserve capital, taken along when separating with PT&T and earmarked for coping with transition problems.

4.2 Older women

Following the publication of a report on the situation of 50+ women (NFB, 1986), the FNV Vrouwenbond (Womens League of the Federation of National Trade Unions) took up a group discussion programme for older working women (50 and above), to discuss their possibilities and problems as such. A study conference has been planned for the autumn of 1988, which may give rise to further initiatives.

Recently, the Ministry of Welfare, Health and Cultural Affairs published a literature study on full-time working women aged 50 and more who have to manage alone (WVC, 1988). Although relatively small in number (approximately 35,000), they appear to be in dire need of initiatives, especially for household assistance. The majority works on low salaries which do not allow them either to hire someone to cope with household work, or to work part time. Because of this double workload, most of them are on disability by the age of 55.

4.3 Consultancy programmes

There is a growing number of projects for senior citizens to pass on their knowledge and experience, as consultants working on a voluntary basis (expenses only). At present there are two types of consultancy programmes: those involving retired managers and entrepreneurs, initiated by the Federations of Netherlands' Industries (VNO/NCW), and the so-called Gilde projects, involving senior citizens mostly without management backgrounds, promoted by the NFB. All these projects operate on a non-profit basis.

VNO/NCW have started four consultancy programmes, the "Become your own boss" campaign, the "Kleinnood" foundation, "Nieuw élan" and the Netherlands' Management Consultancy Programme for Developing Countries (NMCP).

The "Become your own boss" campaign was launched by VNO/NCW eight years ago in order to assist persons who are taking up a remunerative economic activity. Those who approach VNO/NCW with questions for assistance are directed to one of the 35 consultants. The consultants are retired entrepreneurs, now working as volunteers. Most of them have business hours for one or two days a week at one of the 25 Chambers of Commerce throughout the country, free of cost, which guarantees easy access to their service. A thorough intake of clients is an essential aspect of this work (VNO, 1983). Annually, VNO/NCW spends 100,000 dutch guilders on this programme, which will continue for at least another three years.

The "Kleinnood" foundation was started in 1979 by representatives of several large enterprises and private consultancy groups to provide small-scale industries with organisation and management advice. Initially, each sponsor took responsability for a certain number of business hours of professional consultants. Later on, however, retired entrepreneurs were involved as consultants, numbering 130 at present. As in other consultancy programmes, their fields of expertise and their activities are registered carefully (Kleinnood, 1988).

The project "Nieuw élan" was established three to four years ago at the VNO centre for management studies "De Baak" (Noordwijk), with financial support from the European Social Fund, the Regional Labour Offices and private industry.. The project consists of two one-year courses for higher educated unemployed, an "assistant-to-the-manager" course (since 1984) and a course on "personnel and organisation" (since 1987). Each course has 30 trainees and includes practical experience in an industry.

Unfortunately the number of candidates for training was far higher than the capacity of these courses. For this reason the "Om" project (om: "other way around") was taken up. Here, groups of 60-100 unemployed get together for one day. They are attacked verbally by retired managers, followed by group discussions. After this they may return for individual consultation, in order to draw up a personal profile and plan. Some 100 senior coaches are involved in this project.

The Netherlands Management Consultancy Programme for Developing Countries (NMCP) was established in 1979 by the Dutch business community, in co-operation with the Ministry of Foreign Affairs. Its aim is to assist organisations and enterprises in developing countries by transferring general management, professional or technical skills. Priority is given to small and medium-sized enterprises, which are not in a position to obtain professional advice on a commercial basis. This service is rendered by (early) retired executives from industry and commerce. Most of these volunteers have worked in developing countries before. NMCP pays for air travel, insurance, clothing and "pocket money" allowances for both the executive and his or her partner. Normally, the requesting party is expected to bear the expense of boarding and lodging and to provide local transport and office facilities. By 1987 some 800 consultants were registered in the NMCP files. On the average, 120 of them will be at work (NMCP 1987).

4.4 "Gilde" projects

The first project of this kind was Gilde Amsterdam (1984), which aims to offer senior citizens the chance to be useful to society again, by passing on knowledge and experience. Gilde ("guils") acts as a mediator between senior citizens who are able to render practical and specialised advice, and those who request it. During business hours, the office is staffed by elderly volunteers. There is one professional worker paid for by the Municipality of Amsterdam. Essential to the Gilde approach is the regular publication of a "Gilde gids" (guide), which is published in an Amsterdam door-to-door magazine as well, in which persons aged 50 and more advertise their knowledge and skills. There were 50 advertisements in the January 1985 edition and 176 in the February 1988 edition.

In order to support Gilde Amsterdam through action research and to promote such projects all over the Netherlands, the Study and Information Centre for Policy on Ageing NFB applied for subsidies from the EEC (since 1985) and with the Dutch Ministry of Welfare, Health and Culture. The information gathered through two years of action research on Gilde Amsterdam and supportive services for new Gilde project groups elsewhere, was published in two brochures. One of these presents guidelines on how to start and operate a Gilde project. The other one promotes the use of senior volunteers by educational centres and training workshops (NFB 1988). Gilde has now been started in 30 places, organised and subsidised in various ways.

4.5 Overall perspective

Probably the above-mentioned cases of recently planned in-service training for older workers, at the initiative of industries and commerce, are the forerunners of a series of experiments. If traced and observed systematically, they could be made to function as pilot projects.

The described senior citizens' consultancy programmes in the Netherlands are not unique, in the sense that international networks in this field have already been constituted. Advice by experienced older persons is gaining popularity. Here, two things should be noted: firstly, such

projects are of little interest to those senior citizens who lack sufficient training, skills and experience; secondly, it appears that objections to such programmes, in terms of improper competition for professional experts or industries, are becoming less pronounced.

SECTION 5

CONCLUSION

5.1 Aims and target groups

Older workers are generally defined as employed or unemployed persons aged 50 years and more. With regard to (re)training, however, those between 45 and 57.5 years are considered the "real" target group. Persons above that age may receive training for retired life or for organised voluntary work.

Various factors are now causing increased interest for the government, trade unions and employers in (re)training older workers. Firstly, the costs of providing increasing numbers of older workers with a decent income, while economically inactive through early retirement schemes, disability and unemployment, are now becoming a matter of concern. Secondly, the loss or shortage of qualified and experienced workers is, little by little, drawing attention to the possibility of retraining older workers. The ageing process of the labour force is expected to add to the weight of this factor. A third factor is the humanitarian motive of concern for particular target groups, noteably older working women and (qualified) long-term unemployed persons. Fourthly, especially the success of consultancy programmes run by senior citizens or retired volunteers contributes to a changing attitude of the general public towards elderly persons as a resource.

5.2 Training and educational facilities

So far, the factors mentioned above have only incidentally caused the development of initiatives towards (re)training older workers. Preparation for retirement is still the only educational facility for older workers which is widely known and available, while the participation of economically active older workers in other educational and training programmes has been neither promoted, nor evaluated systematically.

This should be the first point of concern, particularly with regard to less qualified older workers and working women. In this context, more attention should also be given to older migrants, who hardly ever reach the early retirement age while working (NCB/NFB, 1987).

Another point of concern is the lack of training facilities for unemployed persons of 45 years and older. Age limitations for training facilities of Regional Labour Offices are to be abolished and older workers should more often be encouraged to make use of such facilities, instead of writing them off.

SUMMARY

The projected demographic figures of the Netherlands show a relatively high percentage of people aged 55 and over: 38 per cent of the total population projected for the year 2025. This is also true for the age group 55-64: 16 per cent of total population in the year 2025. The activity rate of this age group was only 40 per cent in 1985 (Sweden 65.3 per cent). The activity rate of people aged 65 and over is the smallest within all compared countries: 2.3 per cent in 1985 (USA 11.5 per cent).

This development was mainly due to early retirement schemes and social security systems (allowances, benefits), which were chosen in 1986 by 85 per cent of the entitled workers, for example. In recent years the costs of those retirement schemes and the demographic figures are to becoming a matter of concern.

As far as there is a Government policy, it is based on the policy of the Socio-Economic Council where the industrial and trade union federations have the majority. In 1982 the "57.5 arrangement" was introduced allowing industries to dismiss people of that age. Those dismissed got up to 95 per cent of their salary as unemployment allowances from the Government and were no longer registered as unemployed. In recent years Government has shown some ambiguity, when faced with the costs of these early retirement schemes.

The unions have recently become aware of the ageing of the society and proposed a policy of involving older workers even by means of training and retraining. This is also true for the employers who show increasing interest in the human capital of skilled and experienced older workers and life-long training needs.

In the group of regular training programmes there are only "Age-conscious personnel management and quality of work" of IBM and a training programme for the re-entry of older nurses. Besides this there are training programmes on job placement, out-placement, and the widespread preparation for retirement.

Only two special projects were found to be targeted at older workers . Senior citizens' consultancy programmes which support becoming self-employed, adviser, assistant to the manager, adviser to developing countries, etc. are becoming more and more popular.

Apart from this there are many training and education programmes for older people of various kinds which are not directly related to the labour market and which have not been outlined in this report.

LIST OF CONTACTS

Mr. A. Beck
(projects "Become your own boss", "Kleinnood", "Nieuw élan")
Head Regional Affairs
VNO (Federation of the Netherlands Industries)
Postbus 93093
NL - 2509 AB, Den Haag

Ms. N. Goedhart
(project "older working women")
FNV Vrouwenbond (Womens League, Federation of Trade Unions)
Postbus 8456
NL - 1005 AL, Amsterdam

Mr. T. de Graaff
(Dept. of personnel management)
Postbank
Weesperzijde 190
NL - 1097 DZ, Amsterdam

Dr. W.H.C. Kerkhoff
ISBP (Institute for Social and Industrial Psychology)
Universiteit van Amsterdam
Weesperplein 8
NL - 1018 XA, Amsterdam

Dr. D. J. B. van Koningsveld
GITP (Joint Institute for Applied Psychology)
Bergendalseweg 127
NL - 6500 AC, Nijmegen

Mr. A. van Krimpen
(education and training/author of SZW 1988)
Ministerie van Sociale Zaken en Werkgelegenheid
Directie Arbeidsmarktbeleid
Zeestraat 73
NL - 2518 AA, Den Haag

Mr. G. Kronjee
WRR (Scientific Council for Govternment Policy)
Postbus 20004
NL - 2500 EA, Den Haag

Mr. H. Peer
(seminar "age-conscious personnel management")
Woodbrookers Bentveld
Postbus 73
NL - 2110 AB, Aerdenhout

Mr. D. Peters
Welfare manager,
IBM Nederland
Joh. Huizingalaan 259
NL - 1066 AP, Amsterdam

Mr. R. Roelofse
(training and education)
CNV (Christian National Trade Unions)
Ravellaan 1
NL - 3533 JE, Utrecht

Mr. A. Sturkenboom
Stichting "Inzet"
Postbus 2272
NL - 3500 GG, Utrecht

Ms. van Tongeren
AWV (Non-confessional Employers Association)
Postbus 568
NL - 2003 RN, Haarlem

Mr. I. Verberk
(preparation for retirement)
Provinciaal Steunpunt Volwassenen-educatie
Gedempte Gracht 44
NL - 1506 CH, Zaandam

Ms. K. Vig
(pres., SWZ committee = training for re-entry of A-nurses)
Ministerie van Sociale Zaken en Werkgelegenheid
DG Arbeidsvoorziening
Visseringlaan 26
NL - 2288 ER, Rijswijk

Mr. W. A. Zuidhof
(NMCP / management consultancy for developing countries)
NCW (Netherlands Christian Federation of Employers)
Postbus 84100
NL - 2508 AC, Den Haag

REFERENCES

AWV: *Nota Bouwstenen voor een ouderenbeleid* Haarlem, 1988.

Coopmans, Marian: *Van onzichtbaar naar onmisbaar, de positie van 50 + vrouwen* NFB, Den Haag, 1986.

Droog, K; Zwier J.: *Participation in society* Basic report no. 2 for the 12th International Congress of the European Federation for the Welfare of the Elderly, EURAG, The Hague/Graz, 1988.

Haffmans, M.; Tenhaeff, C.R.(ed.): *Tussen VUT en Vort* Nederlands Centrum Buitenlanders/Nederlandse Federatie voor Bejaardenbeleid, NCB/NFB, Utrecht/Den Haag, 1987.

Hamsvoord, W.J.M. van de: *Educatief verlof voor oudere arbeidsverlaters, inventarisatie van prépensioneringsbepalingen in CAO's*, Landelijk Buro, Pensioen-in-Zicht,PIZ, Amersfoort, 1986.

Hoven, Rudy van den; Hollander, Harriët: *Interim report 1985/1987 of the Gilde project*, NFB, Den Haag, 1988.

Instituut vor Psychologisch Marktonderzoek: *Ik begrijp niet dat ik er vroeger naast heb kunnen werken* IPM, Rotterdam, 1988

Kerkhoff, W.H.C.: *Aging workers: shadows of the past, perspectives for the future?* Paper presented at the International Congress of Gerontology, ISBP, New York, 1985.

Kerkhoff, W.H.C.; Pruis, M.N.: *Lengthening or shortening worklife: Problems in transition of two societies* ISBP, Amsterdam, 1985.

Kleinnood, Stichting: *Jaarverslag 1987* Den Haag, 1988.

Koningsveld, D.J.B. van: *VUT, nu en straks*. Van Gorcum/Stichting Management Studies, GITP, Assen, 1988.

Kronjee, G.J.; Tenhaeff, C.R.: "Veroudering in internationaal perspectief 1960-1985". In A. Kapteyn (ed.): *Demografische veranderingen en economische ontwikkelingen*. Stenfert Kroese, Leiden, 1987, pp. 43-88.

Leef tijd: *"Interview met werkgeversvertegenwoordiger L. Crijns"*, 1982, 11, pp. 12-14.

Leef tijd: *"Stichting Inzet: een cursus werkveroveren blijkt te helpen"*, 1988, 6, pp. 2-5.

Ministerie van Sociale Zaken en Werkgelegenheid/Directie Arbeidsvoorwaarden: *Recente CAO-afspraken omtrent (bij)scholing en ervaringsplaatsen"*, SZW, Den Haag, 1988 (unpublished).

Muller, H.: *De bedoeling van de conferentie ouderenbeleid van de FNV, in het licht van het staande beleid Speech*, FNV, 5 April 1988.

.Netherlands Scientific Council for Government Policy: *Prospects for reforming the labour system, summary of the 21st Report to the Government*, WRR, December 1981.

Organisatie voor Strategisch Arbeidsmarktonderzoek: *Arbeidsmarktperspectieven, OSA Rapport 1988*, SDU-Uitgeverij, OSA, DenHaag, 1988.

VNO: *Een goede start is het halve werk, evaluatie van drie jaar Word Je Eigen Werkgever* Den Haag, 1984 (unpublished).

WVC: *De positie van de oudere alleenstaande werkende vrouw*. Litteratuurrapport no. 41, Hoofdafdeling Documentatie en Bibliotheek. WVC, Rijswijk, 1988.